

# Closing K2 — DCMA Helps Ensure a Successful Operation

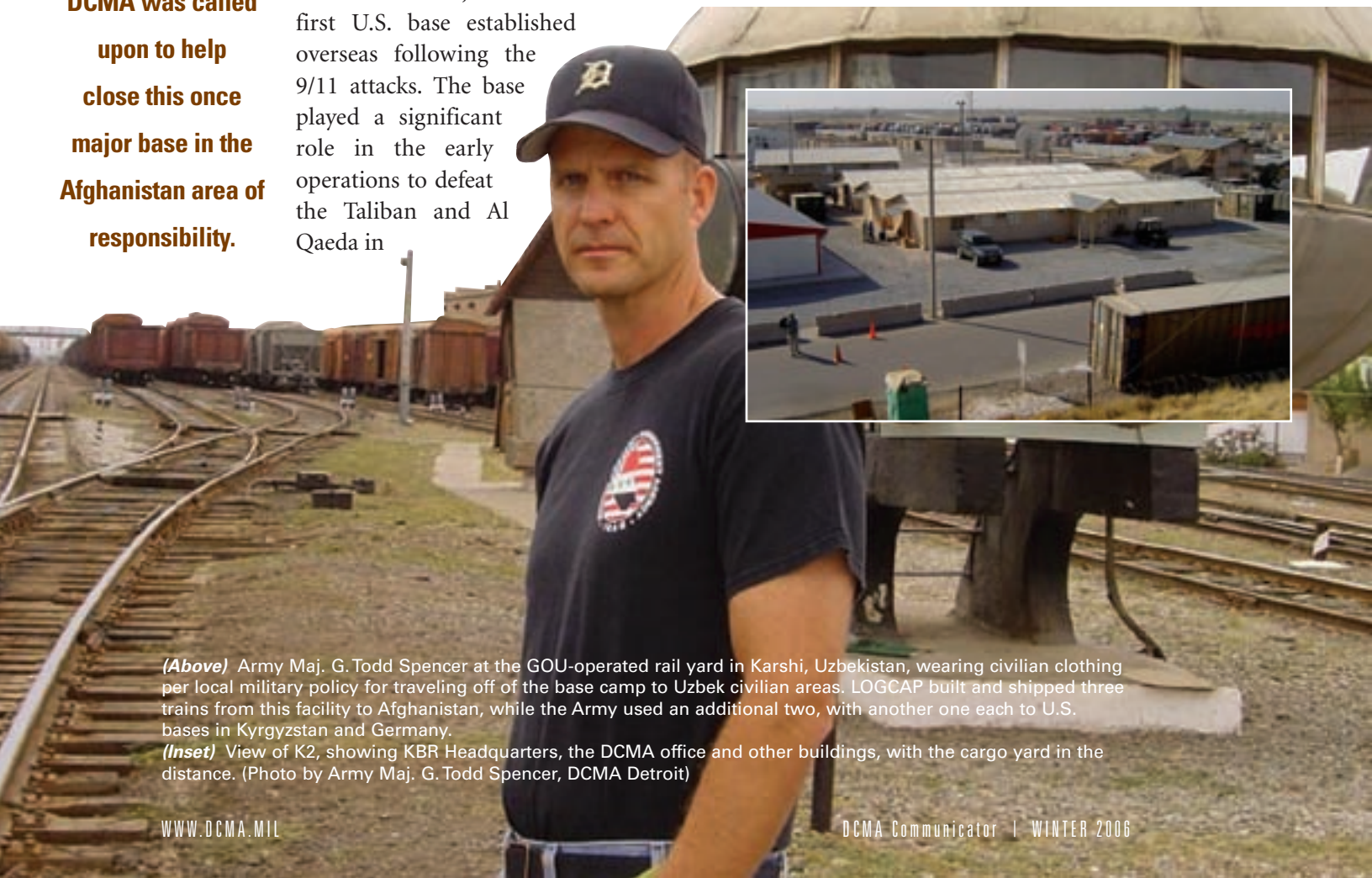
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**O**n July 29, 2005, the Government of Uzbekistan (GOU) requested the departure of U.S. military forces from the airbase located near the Uzbek settlements of Karshi and Khanabad, collectively known as K2. Consequently, the Defense Contract Management Agency (DCMA) was called upon to help close this once major base in the Afghanistan area of responsibility.

Afghanistan and continued to be the primary base for the flow of troops, equipment and supplies for *Operation Enduring Freedom* through the summer of 2005. At its peak, the base was home to nearly 5,000 personnel, with over \$30 million invested in infrastructure and nearly \$50 million in government property under the Logistics Civil Augmentation Program (LOGCAP) III contract.

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In October 2001, K2 became the first U.S. base established overseas following the 9/11 attacks. The base played a significant role in the early operations to defeat the Taliban and Al Qaeda in



**(Above)** Army Maj. G. Todd Spencer at the GOU-operated rail yard in Karshi, Uzbekistan, wearing civilian clothing per local military policy for traveling off of the base camp to Uzbek civilian areas. LOGCAP built and shipped three trains from this facility to Afghanistan, while the Army used an additional two, with another one each to U.S. bases in Kyrgyzstan and Germany.

**(Inset)** View of K2, showing KBR Headquarters, the DCMA office and other buildings, with the cargo yard in the distance. (Photo by Army Maj. G. Todd Spencer, DCMA Detroit)

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DCMA established three goals.*

The mission of the LOGCAP III contract is to provide basic life, logistics and limited construction support to U.S. and coalition military operations and forces around the globe. As part of “Team LOGCAP,” which includes the contractor, KBR (Kellogg, Brown & Root, Inc., an engineering and construction subsidiary of Halliburton), DCMA provides contingency contract administration services on an Army Materiel Command (AMC) contract. The DCMA-K2 contingent consisted of an administrative contracting officer (ACO) and a quality assurance representative (QAR). As the ACO, I served as contracting officer to KBR, de facto program manager for AMC and special staff officer for the K2 base command group. With 440 contractor personnel and 242 Uzbekistani employees, our contract provided 37 services, including: movement and airfield control; food and food service operations; fuel operations; water production and distribution; crash, fire and rescue operations; hazardous materials management; facility engineering; and base camp maintenance.

The planning and execution for the LOGCAP portion of the closure, which involved terminating services and retrograding equipment, was broad and complex. This effort encompassed a wide range of service types and a staggering amount of property and equipment,

as well as the customer’s dependence on KBR. Closure efforts began in early July, and to facilitate the process, DCMA established three goals: (1) ensure KBR continued to provide high-quality service up to the point of termination for any given service; (2) successfully retrograde all serviceable and economically feasible government property, equipment and materiel for use at other LOGCAP sites, shipping all items as early as possible without undue adverse effect on K2 operations and having them received at their destinations in serviceable condition; and (3) meet the command group’s closure timeline by precluding KBR from causing any delays in that schedule.

As of Aug. 15, no firm deadline had been established for the actual closure, other than the GOU-imposed Jan. 23, 2006, date. The theater command, Combined Forces Command – Afghanistan (CFC-A), floated Jan. 9, 2006, as a goal, which would allow an extra two weeks if needed. However, those of us on the ground in Uzbekistan knew the closure had to take place before the winter weather set in. The effect of weather on operations at the base would be difficult enough, in terms of runway and flight ramp operations — flight schedules would become increasingly undependable, and ground transportation would be stopped by snow and ice. With this in mind, I recommended a Nov. 1 closure goal and demonstrated how LOGCAP could meet this date. With minor schedule adjustments, this plan was accepted. I then coordinated with the principal contracting officer, and the base command began marching hard toward this date.

On Sept. 4, we received a CFC-A order that set a Jan. 9, 2006, deadline for the closure. Though we stuck to our Nov. 1 goal, the CFC-A

*(Left)* Map of Uzbekistan and surrounding countries



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order got the military units formally energized. Soon thereafter, Team LOGCAP was asked to disassemble, load and transport the majority of office buildings from K2 to Afghanistan. After appropriate direction and planning, I issued a Limited Notice to Proceed (LNTP), and KBR began with a list of 12 structures to move. After about a week, it was clear to me that the effort was ahead of schedule, under cost and meeting performance standards, and a second LNTP was issued, adding four additional structures



from the customer priority list. Finally, additional funding was provided to allow for a third LNTP, and KBR ended up shipping 24 buildings consisting of 137 containers. This effort was all done above-and-beyond the original plan for LOGCAP closure operations and added tremendous value to the customer's intent.

In mid-October speculation grew that we would be extended due to the existence of approximately 300,000 gallons of jet fuel stored and issued by KBR but owned by the Defense Energy Support Center (DESC). Because of the sensitivity of the fuel in terms of both environmental considerations and value to operations in Afghanistan, on Oct. 18 headquarters made the decision that the base would not close until the fuel was shipped from K2 — date unknown. This triggered numerous schedule changes and contract actions, but I

had anticipated such a contingency and already had a KBR budgeted cost estimate for an extension of services into January. I made the decision to extend the LOGCAP contract for 30 days past the Nov. 1 objective. DESC finally began having success with the fuel retrograde, and on Oct. 28 we re-engaged closure operations and set the new date for Nov. 21 — a schedule that, ultimately, was successful.

In the end, LOGCAP shipped over \$12 million worth of materials and over \$40 million worth of property (consisting of 13,184 line items and 712,494 individual shipments) using three lines of communication: ground, rail and air. All in all, the closure of K2 was a successful operation, and DCMA employees, in conjunction with other members of Team LOGCAP, played a valuable role in ensuring this success and in continuing to provide an overall positive contribution to the war effort in Afghanistan.

*Author's note: I would like to share my personal and professional feeling that being a deployed ACO is probably the most interesting, challenging and rewarding job that a member of DCMA and perhaps a Defense Acquisition Workforce Improvement Act professional can have. I would encourage people to consider taking the "six-month leap" and experiencing it firsthand. I believe many QARs would say the same. It is an experience that will last a lifetime, and it is truly an important job. This is my second tour as a deployed LOGCAP ACO, and I can attest to the value.*

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**(Above)** Army Maj. G. Todd Spencer with a KBR site manager overlooking Uzbek trucks in the KBR-K2 cargo yard.